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In the past the economy contained employment opportunity for those whose needs were not met by the school, but today new tools and techniques of production are eliminating this choice. Special programs suggested have two main areas of concern, preventive programs which recognize special needs in advance and provide necessary assistance so that children can become productive citizens, and remedial programs of a corrective nature for children who did not receive the necessary preventive services or did not profit from them.

Five broad categories of specialized programs are defined; the needs in programing and personnel are discussed where relevant; past and future legislation, either State or Federal, is considered. Areas are: special education, which covers children who are mentally, physically, or emotionally unable to profit from the regular school program, and gifted children in the top three to five percent of the school population; programs for the educationally disadvantaged; programs for the children of migrant farm workers; remedial programs, particularly in reading; and programs for slow learners, reluctant learners, and dropouts.

Twenty-four recommendations are advanced to facilitate expansion and proper operation. Local effort is needed in addition to State and Federal participation. Communication and coordination with other community agencies should be increased and school social workers should be available to maintain liaison. Experimentation is needed to determine the potential of approaches which involve working with or substituting for parents. Mental health services should be expanded. If possible, regional district programs should be established. Pilot schools should be established, and State and local funds should be allocated to provide teacher training for those who work with educationally disadvantaged children. Counselor service should be expanded.

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PROGRAMS FOR CHILDREN WITH SPECIAL EDUCATIONAL NEEDS

U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Office of Education

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Education Improvement Advisory Commission

State of Oregon
Mark O. Hatfield, Governor

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PROGRAMS FOR CHILDREN WHOSE BASIC EDUCATIONAL NEEDS REQUIRE SPECIALIZED ADDITIONAL ATTENTION AND SERVICES

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A Statement with Suggested Guidelines for Oregon Schools,
Developed by the Governor's Education Improvement
Advisory Commission

Published by
The Division of Education Development
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1965

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PROGRAMS FOR CHILDREN WHOSE BASIC EDUCATIONAL NEEDS REQUIRE SPECIALIZED ADDITIONAL ATTENTION AND SERVICES

THE NEED

Background of the Problem

When James Philbrick set up the graded school in the Quincy Grammar School in Boston in 1848 he was striving to improve the operational structure of his school, as well as to facilitate instruction. Like all other school administrators before and since, he was faced with the necessity for creating some manner of administrative framework to provide for the expeditious handling of large numbers of children and staff. He logically developed a procedure which enabled him to categorize children for accountability purposes. Thus, basing his rationale on the persuasive logic of chronological age, he formulated a policy whereby children were classified primarily on the basis of the number of years in which they had been enrolled in school. His basic reasoning was inadequate because:

1. The plan does not insure the most effective instruction since all or most pupils in a grade are not on the same accomplishment level.

2. Each pupil's progress is not consistent or comparable within each area of study.

3. All pupils do not possess similar capabilities which will enable them to progress at a constant rate.

4. Learning rates are not determined by the school experience alone and are influenced by different levels of prior and concurrent experiences among different pupils outside the school environment.

5. All pupils do not possess similar energy and output levels.

6. All pupils do not possess equal sensory reception capability.

7. All pupils do not approach learning tasks with the same level of maturation and motivation.

Disillusionment

Discontent with Philbrick's graded structure began before the dawn of the twentieth century as failing students who did not meet the achievement standards set for each grade began "piling up" in various classrooms. The system was attacked as a "lock-step" device. Its problems were accentuated with the extension of the compulsory education age. This circumstance brought about the adjustment of the "social promotion," i.e., an attempt to maintain groups of children with similar age levels who were advanced through school together. Basic to this reasoning was the assumption that teachers must gear instruction to meet the individual differences and needs of pupils under their charge.

In educational circles all involved have in the last 60 years given increasing attention to the recognition of the necessity of gearing the instructional program to the individual needs of participating children. Much more discussion has been devoted to the concept of individualized instruction than has been devoted to the implementation of significant programs which truly accomplish this goal. The classroom teacher has inherited the impossible task of single-handedly, and without proper resources, meeting a variety of differences and needs that are staggering.

New Philosophy, New Knowledge

There is a growing concern for and sensitivity to the worth of the individual. This philosophy is reflected in the outlawing of capital punishment, for example, and in efforts to habilitate rather than institutionalize the handicapped. New knowledge about the ways pupils learn and improved instructional methods and materials challenge teachers to care for education needs of youngsters who were heretofore considered unable to profit from instruction. Thus, while the nation is committed to mass education it is committed also to provision for the legion of differences existing among the children involved. Although this writing is primarily concerned with needs of children at the extreme ends of the range of individual differences to which educators and the larger society are hypersensitive, it should be recognized that the range of differences within the middle group itself is wide and needs continued attention in terms of expert pupil diagnosis and provision of differentiated learning experiences.

Changes Are Inadequate

Commitment to the concept of individualized instruction has forced some changes. Teacher-pupil ratios have declined from 45-50 to 25-30. Pupils

have been grouped for instruction both within classes and by class to decrease the ranges of differences. Programed learning has been introduced in an attempt to lead the individual student through systematic learning experiences. Limited specialist help has become available to provide assistance with the more extreme differences among pupils. But, notwithstanding, the educational program of most schools has tended to remain directed toward the large, educationally motivated middle group of children. The resources of time and money to seriously attack the problems of differences have not been available.

Organizations to Individualize

This period has been sprinkled with many attempts to provide for these differences through different forms of organization. Most of them attempted to accomplish individualization by a reordering of the curriculum or class assignment patterns within traditionally inadequate resource allocations. Instructional patterns such as the Pueblo (Colorado, 1907) Plan, Winnetka (Illinois, 1920-1932) Plan, and the Dalton (Massachusetts, 1910-1925) Plan modified general practice but failed to resolve the central problem of lack of resources committed to planned programs for children with special educational needs. More recent plans such as the Joplin (Missouri) Reading Plan; the Continuous Progress (Appleton, Wisconsin) Plan; and Dual Progress (Long Island, New York) Plan; and the many nongraded primary, intermediate, and junior and senior high plans are also apparently destined to skirt the central problem.

The Problem

In the past the economy contained employment opportunity for those whose needs were not met by the school. Adjustment for these individuals meant terminating their school association and seeking employment. It is apparent that new tools and techniques of production are rapidly eliminating the adequacy of selection of this alternative for both the individual and the society of which he is a member. The lack of ability for these people to maintain economic efficiency without the skills education provides is creating a new nonworking "leisure class" supported by the working members of the society. The cost of life maintenance and remedial and corrective institutions for those who fail to profit from opportunities to prepare themselves for productive lives is a form of allocation of resource which may well exceed the cost of preventative measures.

A Laissez-Faire Program of Resource Allocation

All too often the child who is having adjustment problems, who is not achieving in school, who is having difficulty living within the rules of society, is tolerated until his behavior becomes threatening to society. Despite the fact that these early danger signals often forecast later more serious misconduct, society largely ignores the signals. Yet society has traditionally been willing to support and strengthen laws dealing with later serious misconduct, to strengthen law enforcement agencies, and to expand institutional programs to deal with serious offenders. The awkward and disturbing fact which must be faced is that when an individual must be removed from society the chances of doing something for him are not good and the costs of trying to rehabilitate him at this stage are great. The steadily increasing cost of welfare programs reflects significant numbers of second and third generation recipients which is indicative that this program also contains its educative aspects.

SPECIALIZED PROGRAMS NEEDED FOR SOME CHILDREN

These programs have two basic areas of concern: 1) preventative programs which recognize the special needs in advance and provide the assistance needed to permit children to avail themselves of educational opportunities designed to help them become productive citizens; and 2) remedial programs which are designed to be corrective in nature for children who did not receive necessary preventative services and those who received them but failed to profit from them.

Five broad categories of specialized programs are needed to ameliorate the condititons obstructing learning on the part of some of the children in the state--special education as defined in the next section, programs for educationally disadvantaged, programs for children of immigrant workers, and remedial education and programs for the slower learner, the reluctant learner, and the dropout.

Special Education

The term "special education" has been given specific meaning and definition by both usage and legislation. The Oregon statute authorizing special education for the handicapped provides that special education is to be available to all children under 21 years of age who have the mental health and intellectual capacity to profit from it, and who, to obtain the education of which they are capable, require special education because they are blind, partially sighted, deaf, hard of hearing, speech defective,

crippled or physically handicapped either continuously over a period of two months or permanently, have extreme learning problems exclusive of mental retardation, or are socially or emotionally maladjusted to an extent to which they cannot profit from the school program. This statute covers the major areas of exceptionality save two--mental retardation and giftedness. Separate statutes authorize special education for children in these two categories. In areas covered by legislation Oregon's program of special education is relatively adequate. However, in practice, the services presently provided for are not available to many Oregon children. The extension of these services to all children is essential.

The special education service which children with extreme learning problems most commonly receive is remedial instruction, and this, as a rule, is in reading. Whether by original intent, normal process in program development, or accident, this particular aspect of special education in Oregon has come to be one of the most popular and sought-after services. The fact is, however, that Oregon under the handicapped child program does not have a remedial reading program per se. The statutes of the state do not designate the function of special education to be that of encompassing or relieving the total problem that may arise in the schools in conjunction with reading deficiencies and their remediation. The service that is available for children with extreme learning problems is clinical in nature and is provided on an individual basis. For some children this service may be instruction in reading and/or other basic skills. The impression should be erased, however, that special education as presently constituted in Oregon is designed to cope with the multiplicity of problems which arise in reading.

The identification of the emotionally handicapped pupil is somewhat difficult since this is a medical rather than an educational determination. Rehabilitation of the emotionally disturbed child is associated with treatment. When resources for determination and treatment of the emotionally disturbed child's problem are not available, the school is still confronted with working with him daily. Depending upon his behavior, the school may choose to help him with the resources at its command, to ignore him, or to exclude him. Normally, the latter alternatives succeed the exhaustion of helpful efforts.

Mental Retardation

Special education for the "educable" mentally retarded is designed for children between the ages of six and twenty-one who, because of well-established retarded intellectual development, are incapable of receiving a common school education through the regular classroom but whose

intellectual ability indicates possible scholastic attainment of third-grade level with the benefit of special instructional methods, and who are competent in all aspects of the schools environment save the academic. Often what appears to be mental retardation in a child is actually behavior resulting from cultural deprivation which calls for somewhat different provision of learning experiences. The need for periodic, detailed diagnosis prior to and following the identification of children as mentally retarded cannot be overemphasized.

The widening range of special education services complicates further the question of who is to receive special education. The tendency of decentralization of services brought on by growing awareness of the worth of the individual creates greater demands for further state, regional, and local school special education services with the addition of each new service. Often, school board directors receive strong emotional demands by well-organized groups for extension of such services.

In 1960, the Los Angeles Board of Education authorized a national study to acquire data regarding the (a) definition, (b) function, (c) organization, and (d) administration of the special education program. Information was sought from special education specialists, state department of education directors of special education, and professors of education administration. The three groups agreed that school districts should assume responsibility and make provisions for the following classifications of education opportunities:

Mentally Retarded
Emotionally and/or Socially Disturbed
Cerebral Palsied
Orthopedically Handicapped
Partially Seeing
Hard of Hearing
Speech Reading
Speech Correction

The three groups also accepted responsibility for the following categories, but with a lesser degree of concurrence:

Blind
Deaf
Chronic Medical Problems

To the extent that these children can profit from integration with normal children in the regular school program and receive the warmth of the family environment, it is desirable that the above services be considered part of the regular school special education program.

The decentralization of the responsibility for deaf, blind, and cerebral palsied children presumes local organizations of sufficient size to efficiently operate specialty programs which precede the entry of such children in the regular school program. Where population concentrations permit, regional district programs should be established. Some areas have too few people to offer such programs even by joint cooperative arrangements. It must be recognized that established special programs of this nature draw people whose children need such services. Therefore, even though they be locally established they serve wide areas and are thus deserving of broad-based financial support. These services should be provided without institutionalizing the children in state residential centers.

Programs for the Mentally Deficient

Inasmuch as the education of the mentally deficient (trainable) was the only service denied as a school district responsibility by respondents in the Los Angeles Study among the general areas considered, it bears some additional scrutiny.

Before enabling legislation is considered to extend public school programs to mentally deficient (trainable) children, there are questions which should be answered such as:

1. Which agency is best equipped to provide for the needs of these children?

2. What type of program is best for mentally deficient children?

3. Do mentally deficient children have normal siblings and what is the effect on siblings and parents if the mentally deficient children are enrolled in local school programs?

4. What are the relative costs of the alternative available?

5. What level of training and skill is required of the personnel who supervise these children?

6. Who should assume financial responsibility for their care?

7. Is the tax structure of the local school district being unduly burdened simply because it is the only structure readily available?

8. Are the delicate emotional climate as far as parents and children are concerned and the need for repetitive, expert diagnosis compatible with the role and function of the public school?

Remedial and Corrective Programs

Respondents in the 1960 study agreed that general education rather than special education should assume responsibility for administration of these programs:

Remedial Reading
Remedial Mathematics
Foreign Adjustment Classes
Corrective Physical Education[1]

In Oregon, remedial and corrective programs should be served with diagnostic and specialized services and remediation when corrective action requires an individualized instructional program by special education. However, general education must assume a much larger role in providing small group learning experiences in basic skills to students whose deficiencies in these skills limit their effective participation in the regular program. This has clear implications for the preparation of teachers, and usggests that teachers who are expert in leading individuals through learning experiences designed to develop their basic skills be made available at both elementary and secondary levels.

Able and Gifted Children

Programs for the able and gifted may apply to as many as 15 percent of the children. Presently in Oregon this program is administered under special services. There is some controversy as to whether a program designed for this number of students shouldn't be a part of the general education program. The small numbers of children under the various handicapped sections of special education are individually certified by the State Department of Education. In the case of the able and gifted the certification procedure is concerned with the programs rather than the individuals within the program. It is recommended that programs

[1]Hodgson, Frank M., "Special Education - Facts and Attitudes," Exceptional Chiidren, Vol. 30, No. 5, January 1964, pp. 196-201.

for the able and the gifted which relate to general curriculum organization for class size groups of able children be administered under general education. However, programs for the gifted designed for individuals and select small groups (about 3-5% of the school population) should continue under special services. These programs should help (1) identify the gifted, (2) rearrange experiences to keep the pupils interested and challenged, and (3) develop these pupils' self-help skills.

Special Education Programs Need Trained Personnel

The most critical unmet need is an increase in the number of trained personnel to work with handicapped children. Programs have been needed and authorized but not activated due to the inability to staff allocated positions. Nationally there are approximately 60,000 teachers of special education, many of whom have had limited conversion training. It is estimated that 200,000 are required to man the necessary classes. The impact of this shortage is often reflected in placing the special education emphasis on identification of children, talking about children in staffing session, and sending children to guidance centers and mental health clinics. But a child who cannot read, or who has a speech problem, still cannot read or still has a speech problem after this processing. The success of a special education program is not measured in terms of the numbers of children identified but in terms of the numbers for whom services and instruction are provided when such are indicated.

Remote Areas

The shortage of personnel is particularly reflected in the inability to provide special education services in the remote areas of the state or where population density is low. These areas have the additional complication of the difficulty of creating an efficient organization to provide these services and the lack of suitable referral agencies for specialized diagnostic and professional services. Until personnel become available in numbers which will enable effective recruitment in remote areas and Intermediate Education Districts are created which possess the leadership and size based on service needs rather than county boundaries, the only practical way to provide this service is through additional special education staff in the State Department of Education. The cost efficiency ratio of this program would be improved if the staff to perform these services were regionally decentralized within the state. Such programs might be financed by contractual arrangement with combinations of the districts and/or Intermediate Education Districts concerned to pay for services beyond the normal consultative services provided statewide.

Requests for Additional Service

In Oregon many requests are received for a service not presently provided for by state reimbursement. These are concerned with providing visiting teachers or school social workers to improve school-home liaison, to serve as a guidance source for parents of handicapped children, and to aid in obtaining teamwork among the different agencies and groups which have responsibilities for handicapped children. Often there are several agencies working with the same child and each works alone without knowledge of the design of the efforts of the others. Much could be gained by obtaining some coordination of effort.

Federal Legislation

Since 1958 Federal Legislation has provided funds, at an increasing rate, to stimulate the training of teachers and supervisory personnel who work with the mentally retarded. More recently, expansions have been made to include student stipends and institutional assistance to encourage development of more teachers skilled in working with the several special handicapping conditions.

State funds invested in occupational information data, recruitment services, and grants-in-aid are needed to resolve critical staff shortages. In the past the lack of availability of state appropriations has made it impossible to share in funds available through federal legislation. Needs in this area are critical to a degree that state effort should be in excess of minimum federal participation requirements.

Disadvantaged Children

Definition

"Educationally disadvantaged children" means children whose cultural patterns provide less opportunity for experiences which enhance educational development than those predominating in the larger society.

Problem

Many children from culturally impoverished homes enter public school handicapped by: 1) an insufficient prior experience to understand and profit from the school program; 2) a lack of positive attitudes toward education on the part of parents and associates; and 3) inadequate motivation and parent support to pursue a reasonable educational program.

These handicapping conditions cause these children to suffer an initial disadvantage as compared to other children, which is accelerating in nature and limits their opportunity to acquire the skills necessary to be a self-sufficient member of society.

The educationally disadvantaged child lives in the midst of environmental factors which can impair or retard concept development. His parents usually have an educational level significantly below the average. The income level of the parents is usually low. Neither parent nor child has any degree of understanding of political, social, or economic processes. In many cases communication between the child and his parents is nearly nonexistent. Often conversation is limited to command and rebuke. Reading materials are few in number or totally lacking in homes, which reduces the possibility for vicarious experiences. Often inadequate nourishment leads to low energy and output levels. A significant number of these families are wholly or partially financed by welfare. What is not experienced in some way will not be named or understood.

Often the educationally disadvantaged child is isolated with his group which in many cases is a minority group. Known concentrations of educationally disadvantaged children in Oregon exist among Indian children in Klamath, Jefferson, Wasco, and Umatilla Counties; Spanish-American children in Malheur County; Caucasian children in the Willamette Valley; and both Caucasian and Negro children in Portland. In addition to these concentrations, a ride of a few minutes duration on school bus routes in most school districts throughout the state will carry the observer past homes that exemplify the environment described above.

When environmentally impoverished children face learning tasks in school, they experience difficulties because they do not understand much of what is spoken by the teacher. Their conceptual and language abilities are frequently so limited that they find it difficult to react to some situations in ways that are comprehensible to the teacher and concepts involved in the "learning situation" are foreign to them so that content is meaningless. The texts, the discussions, and the tests presume a middle class background of experience that he has not had. His environmental handicaps bring him to school with little or no preparation for the tasks we ask him to perform. Furthermore, the school represents authority which in itself may cause him and his parents to have misgivings toward it. He cannot relate the school's middle class culture and ethics to himself. Eventually the resultant retardation is regarded by the teacher and the child as evidence of his inadequacy and little is expected of him. The child perceives this expectation and his performance fulfills it.

Justification

The prevalence of scholastic retardation is usually high for educationally disadvantaged children of apparent normal ability. In essence, many of these children have not had the opportunity to develop the underlying abilities and comprehension requisite to the demands of the classroom. If these children were identified and were given assistance to help supply them with such "equipment" before entering and supplementary to elementary school, it would enable a reduction in this all too usual pattern of academic retardation with its accompanying and ensuing discouragement and discontent.

The current educational expenditures for educationally disadvantaged children often equal or exceed the expenditures for children not suffering from this initial deprivation. However, the lack of economic efficiency of this expenditure is a strong incentive for the commitment of the additional resources necessary to improve this efficiency, and it must be remembered that the educationally disadvantaged beget the educationally disadvantaged.

Objectives for State Action

1. To stimulate and assist public school districts whose service area includes children described above to operate preschool and supplementary programs which are designed to help compensate for the lack of prior opportunity.

2. To develop patterns of instruction and organization for teaching which are particularly adapted to the needs of these children as a preventative measure as opposed to remedial measures which have been required to compensate for the lack of prior planning.

3. To develop practices designed to improve and strengthen school-home relations; to encourage and assist parents in providing an atmosphere of encouragement that will help stimulate the development of educational aspiration by educationally disadvantaged children.

4. To determine urban and rural concentrations of educationally disadvantaged children as a basis of future commitment of resources toward resolution of their unique needs.

5. To facilitate the development of an appropriate curriculum and of instructional materials which are suited to the special needs of educationally disadvantaged children.

6. To train classroom teachers in the special needs of the disadvantaged child and the values existing in the culture from which he emanates in order to prevent inadvertent rejection of these children by teachers. Such rejection often results in the immediate reciprocal rejection of the teacher and the school by the child. The disadvantaged child has some skills both intellectual and vocational that the schools need to recognize and encourage him to use; the school needs to help him make manifest the strengths he does have and reward him for it.

7. To establish an improved liaison program among welfare, social work, private agencies, and the school in order to effect an improved coordination of effort in working with the educationally disadvantaged child.

8. To develop meaningful school programs for older students whose retardation in basic skills prevents effective participation in regular school programs which account for their remedial needs and provide guidance and assistance in planning work-study experiences that facilitate a transition to the field of employment.

Federal Legislation

The Economic Opportunity Act of 1964, commonly referred to as the "War on Poverty," provides assistance and programs for the economically deprived. While such funds are restricted from use in supporting the regular grade 1-12 existing public education program, the emphasis of the "war" is concerned with education. Preschool, summer school, extended day, and expanded programs of remediation for culturally impoverished children may secure financial assistance from this source. Special provisions are contained in the Act for children of migratory farm workers which may improve the regular program for this group of children.

The Elementary-Secondary Education Act of 1965, aimed at strengthening and improving educational quality and opportunities in the nation's schools, allocates money to each state for: (1) preschool and a wide variety of other programs for educationally deprived children; (2) the acquisition of library resources and instructional materials for children and teachers; (3) establishment of supplementary educational centers and services or pilot projects to serve as models for regular school programs; (4) educational research; and (5) improving the services of state departments of education.

Education of Children of Migrant Farm Workers

Problem

The children of migratory farm workers are a type of educationally disadvantaged children. However, the nature of the parents' employment creates additional problems for this type of child. Specific unique problems are:

1. The parents are generally of low educational level.

2. The type of work often can be done by children, which creates pressures to keep the child out of school to bolster family income.

3. Migrant pupils have a short-term school association in any one locality.

4. Negative attitudes exist in some communities toward the obligation of providing educational services to this temporary pupil.

5. Poor educational facilities and bulging enrollments are the rule during the short-term peak when the migratory force is in the area. The peaks move with the migrant child so that he always encounters this temporary school adjustment.

6. Short-term, emergency teachers are pressed into service during these peak periods.

7. A lack of educational continuity and of the ability to build an educational record are handicaps which limits the ability to individualize instruction for this student. By the time his skill level and needs are known he moves on to begin the process again.

8. A declining market for the labor services of the migratory farm laborers is apparent as mechanization increases.

9. The primary occupation the child of the migratory farm laborer is being trained for is to be a migratory farm laborer, and this extends the problem to future generations.

One of the great problems involved in the education of migrant children is the determination of who is responsible for their education. One stream which flows into Eastern Oregon originates in Texas and works the route between. Another migratory path is Arizona, California,

Oregon, and Washington. There are often many locations within a state as well as between states. The local school district cannot provide adequate education under these circumstances, except for temporary programs, and the state has difficulty assuming responsibility if the pattern extends over several states. These youngsters are involved in interstate commerce. If the concept of government which postulates that functions of government should be performed by the lowest level capable of performing the service is accepted, it follows that the only level of government capable of bringing continuity to the education of children of migratory farm laborers involved in interstate migrations is the federal government. Their coordination of such an educational program should not negate the financial responsibility of local and state agencies who use this labor service in production in their area.

Programs

There are only two programs envisioned which have the capability of stabilizing, providing education continuity, continuous attendance, and overcoming the problems attendant to the education of children of migratory farm laborers. One is to have the school follow the child. This one has the ability to provide adult education, a necessity, simultaneously, but it also has the limitations of segregating the educational experiences of this group and it would accentuate small school problems as the child reaches the secondary school age level.

A second program is to provide boarding facilities and require the child to stay in the school of longest parental residence location. This solution has the ability to avoid the segregation factors and the small secondary school problems but is costly and inadequate in that it fails to meet the need of providing adult education to the parents.

Remedial Programs

An increased emphasis on individualized instruction which provides for continuity for each learner will decrease the need for remedial programs. This implies that we now ask a pupil to perform at a level beyond his capability to accomplish and therefore as a compensation we give him additional assistance which is more nearly geared to his learning needs. However, although the need may be decreased in the future by use of the above procedure, it will not decrease the extent of remediation required. This apparent anomaly may be explained by the fact that currently the need for remedial instruction, particularly in reading, is unmet to a

degree that although instruction more nearly based on a continuous pattern for each individual may decrease overall needs, these services still must be expanded. Junior and senior high school programs cannot ignore the necessity of providing remedial instruction in the basic skill areas and institutions preparing secondary school teachers must bear this in mind.

School districts in the more sparsely populated areas are seldom able to provide remedial services, although the need is just as great as elsewhere. Cooperative endeavors among school districts in this regard can be encouraged under a regional administrative mechanism such as the Oregon Council for Curriculum and Instruction.

Slow Learners, Reluctant Learners, and Dropouts

These three classifications are grouped because one often leads to another. In recent years much has been done to exhort this child to stay in school. However, relatively little has correspondingly been done to adjust the school program to meet his needs. As was true in the case of decreasing the need for remedial instruction, the instructional program for individuals to whom we assign these labels must be geared to provide continuous development with instruction and content which has meaning for each individual. Prior to terminating school experience these students need guidance, training, work experience, and assistance in making the transition to appropriate employment.

Federal Legislation

Under the Vocational Education Act of 1963 the Commissioner of Education is authorized to make grants to public education agencies, if approved by the State Board, for the construction, equipment, and operation of residential schools to provide vocational education for youths 15 years of age through age 20.

Amendments to the Smith-Hughes and George-Barden Acts update and make more flexible the provisions for vocational education for secondary school age youth to participate in combined work study programs.

The Economic Opportunity Act of 1964 under community action programs may provide funds for work-study programs, placement, and follow-up services designed to assist disadvantaged children.

RECOMMENDATIONS

1. In many of these services such as scholarships to train personnel for special education positions, vocational education, aid to disadvantaged children, education of migrants, and work-study programs for dropouts, federal legislation has provided financial assistance to stimulate activity toward resolution of the problems. However, state resource allocation is necessary to enable participation in the federal programs and to expand upon them. Neither source, however, alleviates the necessity of substantial local effort toward the resolution of these inadequacies.

2. There is a need to revise the organization and curriculum of the general education program to provide instruction for each individual which insures a developmental sequence of mastery of skills for him. Obviously, within such a structure, not all pupils will be able to develop to the same extent.

3. Increased effort to provide special programs for children suffering various disadvantages involves increased communication and coordination with other community agencies. Steps need to be taken at the state and local levels to increase school personnel services to make school social workers available to maintain liasion and coherent effort.

4. The concept "preserve the sanctity of the home at all costs" has stifled creativity in seeking alternatives to the resolution of the extremely inadequate home environments in which some children exist. Experimentation needs to be conducted to determine the potential of approaches that involve working with and/or substituting for parents.

5. There exists a need to staff and expand mental health services in urban areas and to create such services in the more sparsely populated areas. School referral of the emotionally disturbed for diagnosis, treatment, and recommendation of special school practice is thwarted by lack of sufficient facilities and personnel that provide this service.

6. State and local resources need to be used to expand incentive programs which include scholarships for individuals in order to recruit and train desirable personnel to staff special education positions. The shortage of personnel is particularly reflected in the inability to provide special education services in the areas of the state that have low population density. It is recommended that additional staff be assigned to the State Department of Education, that these staff

members be deployed regionally according to need, and that contractual arrangements be provided so that combinations of districts and/or Intermediate Education Districts can pay for services beyond the normal consultative services provided statewide.

7. Recognition of the worth of the individual has prompted a decentralization of responsibility for preschool education for the blind, deaf, and orthopedically handicapped. Where population concentrations permit, regional district programs should be established through joint, cooperative arrangements. These special programs are deserving of broad-based financial support since they draw people whose children need such services. These services should be provided without institutionalizing the children in state residential centers.

8. Prior to considering legislation to provide public school programs for the mentally deficient (trainable) the legislature should appropriate funds to conduct a study to determine the most effective adjustment for these children.

9. Increased funds should be provided to stimulate and sustain educational programs specifically designed for able and gifted children. Society needs to more fully develop the potential of the talented.

10. Substantial matching funds should be provided to those school districts where known concentrations of educationally disadvantaged children exist to immediately implement programs designed to:

    a. Establish nursery and preschool programs for educationally disadvantaged children. These programs will provide the young child, age 3-6, with nursery and preschool training opportunities which will enable him to begin the regular school program with a lesser handicap in speech, vocabulary, and prior experience as compared to the more advantaged child.

    b. Expand personal services to provide personnel to improve liaison with parents and other social agencies.

    c. Conduct remedial and developmental, expanded day and expanded year experience programs in the language arts for elementary and secondary school age educationally disadvantaged children.

11. A research program should be conducted to:

    a. Determine the location and number of educationally disadvantaged children in Oregon public schools to determine concentrations not already known.

    b. Select school districts for pilot work in meeting needs of the educationally disadvantaged children.

    c. Identify specific manifestations of educationally disadvantaged children's problems such as reading and/or language difficulties, inappropriate curricula, low level of readiness upon entry in the first grade, deficiencies in general cultural exposure, and emotional instability.

12. As data processing systems are developed in the state, special attention should be given to establishing a data bank to store readily retrievable data on needs of children and results of pilot programs. Pilot programs need to be conducted, during the summer, for primary and intermediate grade children to extend the background experiences necessary for effective learning and to give educationally disadvantaged children supplementary assistance in the maintenance of continuous progress in the acquisition of basic skills.

13. State and local funds need to be allocated to provide preservice and in-service training for teachers whose teaching assignments in the pilot schools include working with a significant number of educationally disadvantaged children.

14. Matching money from state sources is needed so that pilot schools can provide increased guidance and coordination services to educationally disadvantaged children and their parents.

15. The state should give financial assistance to local school districts to provide work-study experience programs and placement and follow-up programs designed to help disadvantaged children make the transition from the school to appropriate employment.

16. Dissemination activities should be designed so that they fully report and interpret the work done in pilot schools to the other schools in the state.

17. The activities listed in items 10. through 16. above should be conducted in the interest of individualizing instruction and, without fanfare, attend the needs of youngsters identified as "educationally disadvantaged" without setting them apart socially from youngsters in the main stream of educational services.

18. The State Department of Education should play an active role by providing technical assistance to help local communities set up community action programs supportable under Public Law 88-452 by means of underwriting (through local school districts) corrective reading and preschool education for disadvantaged children, educational programs for children of migrants, and adult education programs.

19. The state should initiate action to encourage the Federal Government to assume responsibility for the organization and coordination of the educational program for children whose parents are regularly involved in interstate migration, as farm laborers who follow harvest seasons, in order to provide continuity to this educational program. The responsibility for financing an educational program of this type should jointly involve the local districts and the states who use this labor service as well as the federal government.

20. Prior to the activation of more permanent migrant child education programs, it is recommended that the State Department of Education redeploy staff time to assist local districts whose service area contains school term of summer concentrations of migrant children in the preparation of supplementary plans for improving educational offerings for these children. Such plans, after preparation and local review, should be submitted to the Office of Economic Opportunity for financing under Title III - (B) of the Economic Opportunity Act of 1964. (Public Law 88-452).

21. The state should formulate plans to provide stimulative funds to local school districts to expand remedial instruction services, especially in reading, in grades 1-14. Scholarship assistance needs to be made available to increase the availability of qualified teachers in this field. Remedial and corrective programs should be served, with diagnostic and specialized services and remediation when corrective action requires an individualized instructional program, by special education. However, general education should assume a much larger role in providing small group learning experiences in basic skills to students whose deficiencies in these skills limit their effective participation in the regular program.

22. Rather than providing the services directly themselves, Intermediate Education Districts should exert leadership in encouraging and facilitating the provision of remedial services in one or more local school districts, with arrangements for districts not operating such programs to participate in those that are established.

23. The state should assist and encourage the development of programs in basic skills education to adults in need of this service.

24. Expanded counselor service is critically needed to aid in the individualization of pupils' learning experiences through expert diagnosis of their educational needs.

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